

# DAVIS-WEBER EAST-WEST TRANSPORTATION STUDY LEGISLATIVE REPORT

**DRAFT**

Prepared for Utah Department of Transportation, Region 1



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# Chapter 1

## Executive Summary

The Davis Weber East-West Transportation Study was a response to the Utah State Legislature's (2007 H.B. 108) request to help communities study future east-west transportation needs. With no signs of a slowing population or opportunities for employment, the north Davis and Weber counties must plan for a variety of transportation facilities to accommodate the anticipated growth.



Davis and Weber valleys continue to grow.

The Consultant Team prepared, on behalf of the Utah Department of Transportation and Wasatch Front Regional Council, a Preferred Transportation Package for improved east-west mobility in north Davis and Weber Counties. Public input was sought to confirm that the transportation network would serve local residents.

Specifically, the study provides two key deliverables broadly described as follows:

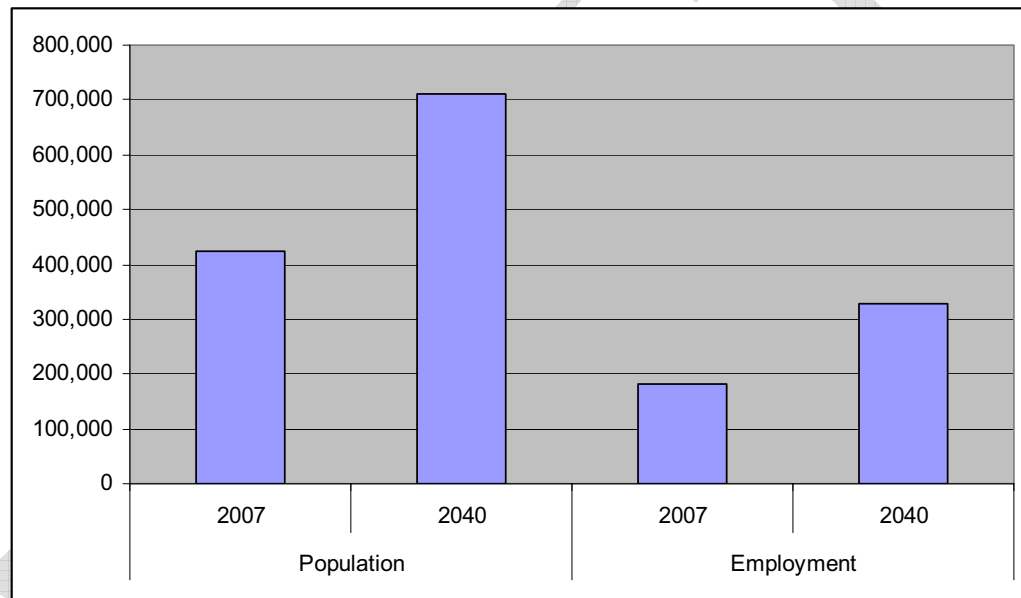
- A five-year priority list of transportation projects in sufficient detail to initiate project programming in the Statewide Transportation Improvement Program (STIP)
- A long term, year 2040, vision of east-west transportation improvements in the Study Area

Over the past year, the Consultant Team analyzed existing and future transportation needs and has worked with jurisdiction representatives to select transportation projects that provide sufficient capacity to address future mobility needs. Among other considerations, the evaluation criteria primarily included:

- the purpose and need of the project
- its environmental impacts
- cost and constructability

Each project was quantitatively and qualitatively evaluated and then ranked.

Figure 1: Study Area Population and Employment Growth



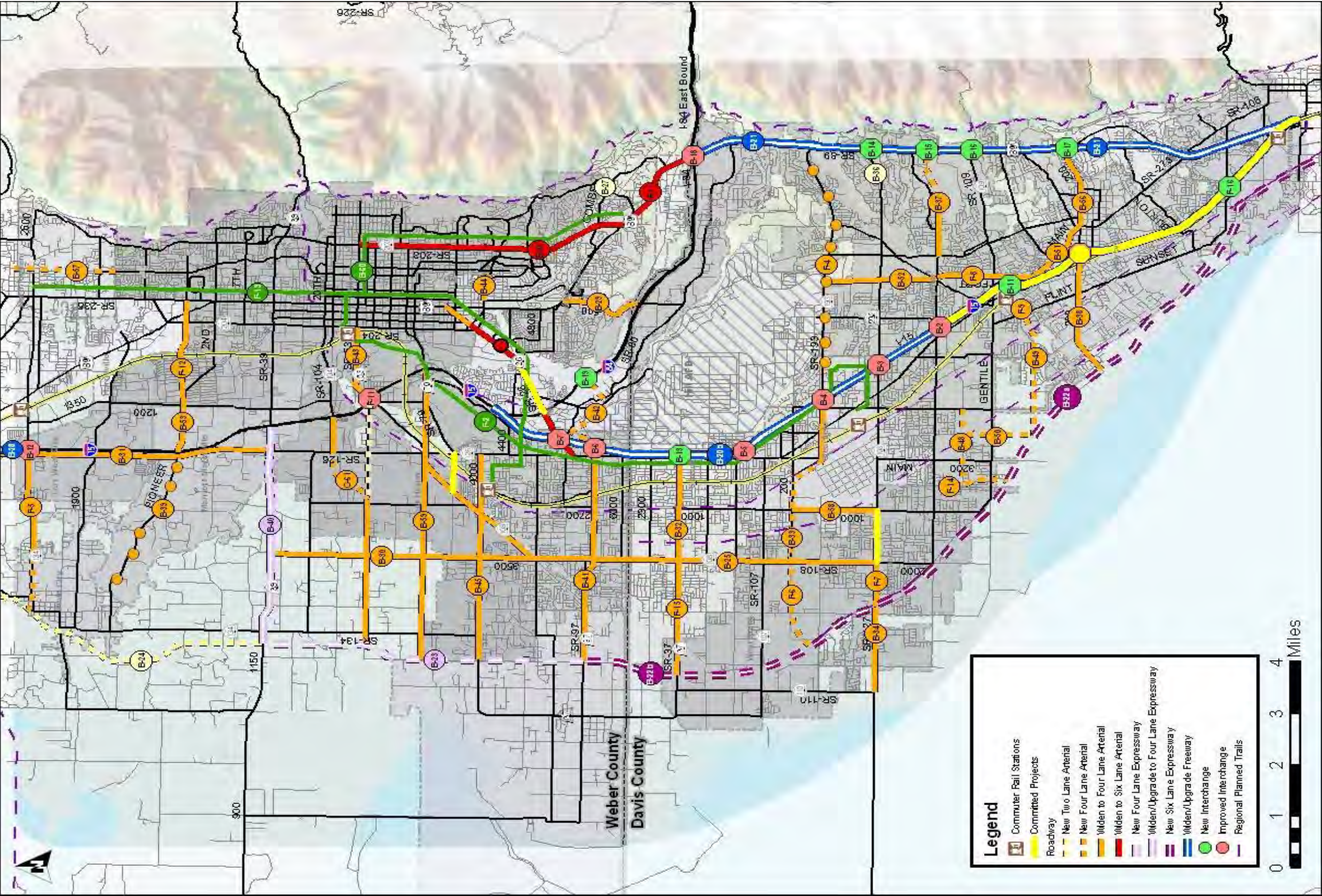
Representatives from the Wasatch Front Regional Council and the Utah Department of Transportation received nominations at the Davis Weber East-West Transportation Study Kick-off Meeting in September 2007 and formed a Steering Committee which directed the Consultant Team during the study process. The Steering Committee met regularly and represented many interests including private property owners, developers, conservationists, resource agencies, recreational interests and local and state governments. The Steering Committee formed two Working Group Committees to provide more localized expertise and knowledge that proved essential in developing and evaluating criteria and analyzing the results.

After a year of analysis and evaluation, the Davis Weber East-West Transportation Study identified a select number of projects to be completed in phases over the next 30 years that will optimize the Study Area's future transportation network. Most of the roads serve a mix of residential, retail and commercial land uses. Below is a list of the projects identified by segment and priority as well as a map showing the anticipated transportation improvements.

Table 1: Anticipated Transportation Improvements Identified by Segment

Highway							Interchanges							Transit						
Project	Priority	Location	From	To	Description	Lanes	Cost	Project	Priority	Location	Interchange/Intersection	Description	Cost	Project	Priority	Location	From	To	Description	Cost
B22a	1	Legacy Parkway	Farmington	Syracuse Road	New Expressway	Six	807,000,000	B2	1	I-15	Layton - Hill Field Road	Upgrade	32,000,000	B60	1	24th Street/Harrison Blvd	Ogden Commuter Rail Sta	WSU	Bus Rapid Transit	81,000,000
B25	1	SR-108	Syracuse Road	Midland Drive	Widening	Four	173,000,000	B4	1	I-15	Clearfield - SR-193	Upgrade	20,000,000	F2	2	Banberger Line	Ogden Commuter Rail Sta	Hill/Clearfield	Bus Rapid Transit	427,000,000
B26	1	Harrison Boulevard	US-89	24th Street	Widening	Six	99,000,000	B5	1	I-15	Clearfield - 650 North	Upgrade	34,000,000	F13	3	Washington to Roy rail stati	North Ogden	Roy Commuter Rail Statid	Bus Rapid Transit	325,000,000
B32	1	1800 North (Sunset)	I-15	Legacy	Widening/New Construct	Four	48,000,000	B6	1	I-15	Roy - 5600 South	Upgrade	34,000,000							
B33	1	200/700 South (Clearfield)	Main Street	2000 West	Widening/New Construct	Four	70,000,000	B7	1	I-15	Riverdale - Riverdale Road	Upgrade	35,000,000							
B36	1	Antelope Drive	2550 E.	US-89	New Construction	Two	4,000,000	B13	1	I-15	Sunset - 1800 North	New Interchange	155,000,000							
B38	1	200 North (Kaysville)	I-15	Legacy	Widening	Four	42,000,000	B1	2	I-15	Kaysville - 200 North	Upgrade	40,000,000							
B44	1	40th Street	Adams Ave	Gramercy Ave	Widening	Four	15,000,000	B3	2	I-15	Layton - Antelope Drive	Upgrade	40,000,000							
B51	1	Main Street	I-15	200 North (Kaysville)	Widening	Four	23,000,000	B15	2	US-89	Layton - Gordon Avenue	New Interchange	198,000,000							
B54	1	Riverdale Road	SR-126	Washington Boulevard	Widening	Six	92,000,000	B16	2	US-89	Layton - Oak Hills Drive (SR-109)	New Interchange	218,000,000							
F7	1	Syracuse Road	2000 West	Legacy	Widening	Four	17,000,000	B17	2	US-89	Fruit Heights - 400 North	New Interchange	247,000,000							
F8	1	Fort Lane	Main Street	Gordon Ave	Widening	Four	24,000,000	B18	2	US-89	I-84	Upgrade	319,000,000							
F9	1	700 South (Layton)	I-15	Flint	Widening	Four	13,000,000	F11	2	I-15	24th Street Interchange	Upgrade	160,000,000							
F14	1	3600 West (Layton)	Gordon Ave	Legacy	Widening/New Construct	Four	28,000,000	B12	3	I-15	Pleasant View - 2700 North	Upgrade	67,000,000							
B20b	2	I-15	Gordon Ave	I-84	Widening	Six + HOV	213,000,000	B14	3	US-89	Layton - Antelope Drive at Antelope Drive	New Interchange	390,000,000							
B22b	2	Legacy Parkway	Syracuse Road	5600 South	New Expressway	Six	455,000,000	B19	3	I-84	5600 S - Riverdale	New Interchange	244,000,000							
B23	2	Legacy Parkway	5600 South	12th Street	New Expressway	Four	293,000,000	F16	3	I-15	Shepard Lane-Farmington	New Interchange	244,000,000							
B28	2	I-15	2700 North	Box Elder County	Widening	Six	86,000,000													
B39	2	Pioneer Road	I-15	3500 West	Safety Improvements		8,000,000													
B40	2	12th Street	I-15	Legacy	Upgrade to Expressway	Four	97,000,000													
B41	2	5500/5600 South	I-15	Legacy	Widening	Four	94,000,000													
B43	2	24th Street	I-15	Wall Avenue	Widening	Four	119,000,000													
B45	2	4000 South	1900 West	Legacy	Widening	Four	92,000,000													
B49	2	700/900 South (Layton)	Flint	2700 West	New Construction	Four	66,000,000													
B56	2	200 North (Kaysville)	SR-126	US-89	Widening	Four	26,000,000													
F3	2	US-89	I-84	24th Street	Widening	Six	203,000,000													
F4	2	SR-193	I-15	US-89	Access Management		24,000,000													
F6	2	200 South (West Point)	2000 West	Legacy	New Construction	Four	40,000,000													
F15	2	1800 North (Sunset)	200 West	Legacy	Widening	Four	46,000,000													
B24	3	Legacy Parkway	12th Street	S & E Interchange	New Construction	Two	203,000,000													
B29	3	Adams Ave Toll Road	US-89	I-84	Widening	Four	21,000,000													
B30	3	3500 West	Midland Drive	12th Street	Widening/New Construct	Four	227,000,000													
B31	3	1900 West	12th Street	S & E Interchange	Widening	Four	181,000,000													
B34	3	Syracuse Road	Legacy	SR-110	Widening	Four	59,000,000													
B37	3	Gordon Avenue	Fairfield Road	US-89	Widening/New Construct	Four	74,000,000													
B42	3	5500/5600 South	I-15	I-84	New Construction	Four	122,000,000													
B48	3	Hill Field Road Extension	2200 West	3200 West	New Construction	Four	55,000,000													
B50	3	2700 West (Layton)	Hill Field Road	Legacy	New Construction	Four	44,000,000													
B52	3	Fort Lane	Gordon Ave	SR 193	Widening	Four	85,000,000													
B53	3	400 North	I-15	1200 West	Widening	Four	26,000,000													
B57	3	Monroe Boulevard	1300 North	3000 North	New Construction	Four	98,000,000													
B58	3	1000 West	200 S	Antelope/SR 108	Widening	Four	55,000,000													
B59	3	3300 S	I-15	Legacy	Widening	Four	212,000,000													
C61	3	2100 S / 2550 South	I-15	Legacy	Widening/New Construct	Four	201,000,000													
F5	3	2700 North	I-15	Legacy	Widening/New Construct	Four	142,000,000													
F12	3	400 North	1200 West	Wall Avenue	Widening/New Construct	Four	122,000,000													

Figure 2: Anticipated Transportation Improvements



## Chapter 2 Introduction

*This chapter provides an overview of the Davis Weber east west transportation study including a discussion of the process. The Study Area is introduced along with the Project Management Team.*

### Study Overview

With the passage of House Bill 108 (HB 108), the 2007 Utah Legislature directed the Utah Department of Transportation (UDOT) to complete a study of east-west transportation improvements in Salt Lake County and counties of the second class that include Utah, Davis, Weber and Washington.

The studies that are being completed in accordance with HB 108 include:

- Salt Lake East-West Transportation Planning Study
- Northern Utah Valley East-West Corridor Study
- Washington County Eastern Hurricane Study and I-15 Study
- Davis Weber East-West Transportation Study (DWEWTS)

The legislative intent of HB 108 was to have UDOT study possible east-west transportation improvements and suggest alternatives to the Legislature for consideration and funding.



Hill Air Force Base is an iconic image in the study area.

This study involves long term planning for growth and transportation needs in north Davis and Weber counties. Additionally, it involves the development of a long term transportation plan and prioritization of transportation improvement projects necessary to serve the east-west mobility needs of this region.

## **Davis Weber East-West Transportation Study Process**

One goal of the study was to create a public involvement plan that provided meaningful opportunities for the public to be informed and involved in the development of a 30-year transportation vision and a five-year transportation project short list for improved east-west mobility in north Davis and Weber Counties. Specifically, the study has two key deliverables broadly described as follows:

- A five-year priority list of transportation projects in sufficient detail to initiate project programming in the Statewide Transportation Improvement Program (STIP)
- A long term, year 2040, vision of east-west transportation improvements in the Study Area

The project also incorporates a thoughtful and tactical project schedule which coordinates legislative milestones, technical study progress, and community dialogue and input; many jurisdictions, large employers and individuals in the Study Area came together to comment and provide insight.

### **Project Management Team**



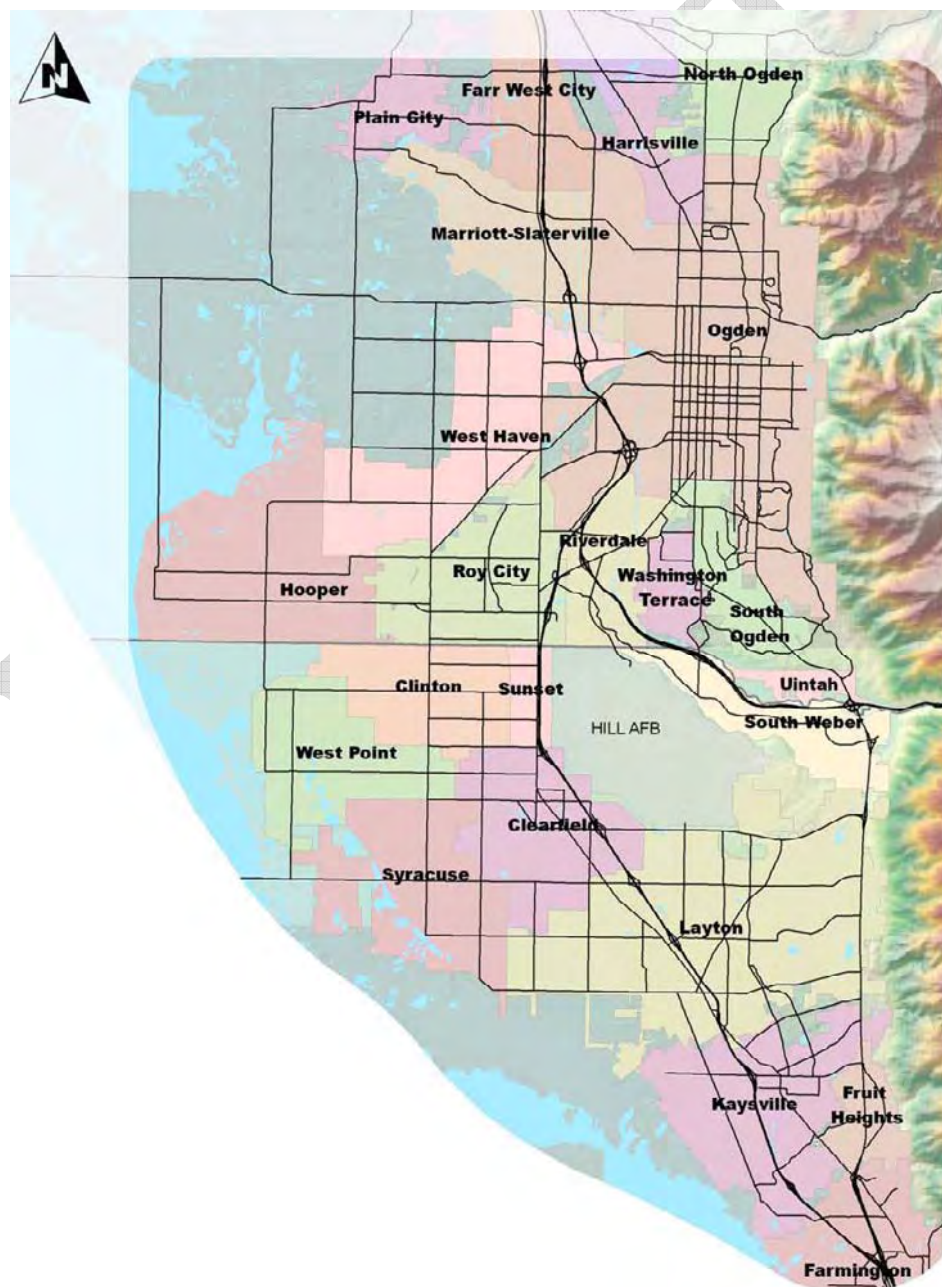
Many entities participated in this study.

The Project Management Team played an important role in the administration of the DWEWTS. Individuals representing the state transportation agency, UDOT; the regional planning organization, WFRC; and the private consulting firms, InterPlan, J-U-B Engineers and The Langdon Group, all worked together to facilitate the completion of this study.

## Study Area

The Study Area was divided into work group regions to facilitate discussion of common interests, challenges and issues. The west study area includes jurisdictions and large employers between the SR-67 (Legacy Parkway Northward Extension) alignment and I-15 from the US-89 and I-15 merge to approximately Pioneer Road. The east study area includes jurisdictions and large employers between US-89 and I-15 from the US-89 and I-15 merge to approximately 2700 North. Exact planning boundaries were determined by growth trends and expectations derived as part of the study.

Figure 3: Map of Study Area



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## Chapter 3 Agency and Public Involvement

*This chapter provides an overview of the efforts taken to engage residents of the Study area and others in a public process that resulted in a future transportation network that is an asset.*

### Introduction

While technical data and complex models drive the formation of a transportation study, an accompanying inclusive public process lends credibility to the technical analysis performed. With this in mind, the Consultant Team followed a carefully crafted public involvement process meant to engage stakeholders at all levels in a meaningful way.

The purpose of this engagement was threefold:

- Provide opportunities for input: Certainly a capable technical planning team was able to gather and analyze data and projections, but there is also a human side to a transportation study. Engaging the public who deal with the transportation issues of the study area every day – from city planners to the everyday citizens – was critical in completing the scope of analysis.
- Provide feedback and updates on study progress: As information was gathered and processed from all sources, it is critical to close the loop with the public. As such, the study team provided ample opportunity for members of the public to learn about study progress and stay informed on findings and proposed plans.



The public participated in two open houses during the study.

- Provide study credibility: Without a transparent and inclusive process, any public endeavor is susceptible to criticism if decisions are made without regard to the public good. This in mind, the Consultant Team executed and documented an open and thorough process, where any interested party could have a say in proposed outcomes.

Representatives from UDOT, InterPlan, JUB Engineers, and The Langdon Group were heavily involved in all outreach efforts. The group was responsible for gathering the necessary technical and analytical data and coordinating with the various stakeholders in the region in order to produce the transportation plans requested by the Legislature. The Langdon Group worked closely with this team in all public involvement efforts and relied on this team for the substance of public interactions.

In short, UDOT and the Consultant Team were interested in making this a comprehensive study, founded on technical data as well as public input. Combining those two data streams has produced a well-rounded study, with proposed vision and action plans that are technically sound and publicly vetted.

## Methods and Process

The Consultant Team used the methods below to engage study stakeholders. The overarching philosophy of the public process was to approach stakeholders at three levels: policy, program and public. At the policy level, agency and organizational decision-makers were engaged by committee. At the program level, city staff and other managers were involved either by committee or direct consultation. At the public level, various mechanisms combined to both receive input and provide information to the public. This approach facilitated the collection and understanding of a wide cross section of interests and issues.

### Kickoff and Agency Partnering Meeting

The Consultant Team held Agency Partnering meeting on October 25, 2007 at Weber State University. The meeting was attended by officials from the study area cities, WFRC, UDOT, and other interest groups and organizations.

The purpose of the meeting was to discuss the various interests that defined the study and to clarify roles and responsibilities of each entity involved.

Participants were invited to join brief roundtable discussions with others about the interests at stake that concern them. Interest areas included economic development; environment and quality growth; east-west vs. north-south mobility; funding; mobility and multi-modal options; and safety.

After participating in two or three roundtable discussions on different topics, participants were asked to determine one or two representatives of each interest category to sit on the study's Steering Committee.

### **Steering Committee**

The study team established this group of 22 agency and special-interest group representatives to guide the study process at a quasi-policy level.

The group was based primarily on interests rather than geography, but the makeup of the group was representative of the demographics in the region.

One function of the Steering Committee was to bridge the geographic separation of the Working Groups. The Steering Committee met in December 2007 and in April and July of 2008.

### **Working Groups**

The study team formed two Working Groups – one east of I-15 and one west of I-15 – of 12 -15 representatives each.

These groups were geographically based and were primarily made up of city representatives.

These groups provided on-the-ground perspective to project plans as they developed, meeting in January, March and May of 2008. Working Group members were also invited to attend the final Steering Committee meeting in July.

### **Open Houses**

The study team held a total of four open houses throughout the study process: two identical meetings were held in February 2008 and two in June 2008. These meetings were open to the public and were hosted in Clearfield and Ogden.

The February open houses were focused on soliciting public input on the vision of the study. At this stage, public input was factored heavily into study decisions moving forward.

The June open houses were designed to inform stakeholders of draft study outcomes and again to solicit feedback. At these meetings, the draft Preferred Transportation Package was presented as well as the draft priority phasing.

### **Study Team Availability**

A key component of any study or project process is the constant availability to the public to answer questions, provide updates/information and resolve concerns. This availability was provided via a project-dedicated phone line and E-mail address. All interactions with the public were tracked in a comprehensive study database from which reports and updates were generated for use by the Consultant Team and other study groups.

### **Study Web site**

Given the expansive geography of the study area, a vital piece of the outreach effort was a study Web site, [www.udot.utah.gov/daviswebereastwest](http://www.udot.utah.gov/daviswebereastwest).

Note: Agendas and materials from the above meetings and methods are included in the Appendix.

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